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ABSTRACT

This report on the Chinatown Youth Services and Coordinating Center (CYSCC) presents a short-term evaluation of the delinquency prevention program operating in San Francisco's Chinatown. Research problems bearing on the evaluation were said to be the lack of concensus among all interviewed (every permanent member of the staff of CYSCC) as to the goals or aims of CYSCC and the inability to examine the perspectives of the various clients of the CYSCC program because of the limited resources and short-term research orientation. Research findings, organized within four broad categories felt to be important in understanding the activities of CYSCC and discussed in relation to the activities and functions of CYSCC, are as follows: Nature and scope of the delinquency problems in the Chinatown community, the explicit and implicit goals of CYSCC, the viability of the youth services bureau model for delinquency prevention in Chinatown, and relationships between various components of the CYSCC Program and between the program and outside agencies. Two specific recommendations stemming from the research conclusions were made: (1) the establishment of an executive committee of CYSCC to allocate, fund, program, staff, and delegate rights and privileges across staff positions, and (2) a reorganization of the staff activities of CYSCC. (AM)

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EVALUATION OF THE CHINATOWN YOUTH SERVICES AND COORDINATING CENTER

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May 2, 1972

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CHINATOWN YOUTH SERVICES AND COORDINATING CENTER EVALUATION

This report constitutes a short-term or interim evaluation of the delinquency prevention program of the Chinatown Youth Services and Coordinating Center, located at 250 Columbus Avenue in San Francisco. Barry Krisberg, Ph.D. and Paul Takagi, Ph.D., both Professors of Criminology at the School of Criminology, University of California Berkeley were retained by the Evaluation Committee of CYSCC to conduct this short-term research. In what follows we present the results of our research observations as well as a number of specific recommendations which stem from our research conclusions.

Method

Fieldwork for the evaluation began on March 16, 1972 with interviews of the previous and present directors of the project.[1] During the next three weeks the research team interviewed virtually every permanent member of the staff of CYSCC. We held individual meetings with several members of the Board of Managers. The CYSCC project was discussed with a number of community leaders from Chinatown as well as with other persons who have a working knowledge of the delinquency problem in the target area. We held an interview with Mr. John Ellingston, a special advisor to the Board of Managers of the Project. Moreover, we reviewed all important documents pertaining to the program which were made available to us by Mr. Barry Fong-Torres. About half-way through the fieldwork the research team met with the Evaluation Committee to discuss some tentative findings and to receive guidance as to the direction of the final research product.

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1. Mr. Ling Chi Wang, the previous director and Mr. Barry Fong-Torres, the present director of CYSCC.

Two important research problems bearing upon the evaluation came to light early in the fieldwork and need to be mentioned as these problems largely determined the nature of the evaluation. First, we discovered a lack of consensus among all those we interviewed as to the goals or aims of CYSCC. Because the aims of the program were not clearly formulated, or at least, remain implicit in the activities of the project, the evaluation team found it necessary to subject the director and others, directly and indirectly involved, to intensive examination in order to identify criteria by which the evaluation could proceed.

Secondly, we soon realized that our short-term research and limited resources did not permit an examination into the perspectives of the various clients of the CYSCC program. To properly understand the reactions of the youths and families touched by the activities of CYSCC would require many interviews, substantially greater time for data collection and a larger research staff. Thus we do not presume to speak for or about those who are the intended clients of the delinquency prevention efforts of CYSCC. Their opinions are crucial to a comprehensive evaluation of the project and ought to be incorporated in a larger research effort such as the one presently being conducted by the Scientific Analysis Corporation.

Observations

We have chosen to organize our research findings within four broad categories. Each of these topics, we feel, is important to understand in relation to the activities of CYSCC. Other organizational frameworks might be of value but we opted for this limited number of categories for the sake of clarity. The following four topics will be discussed in relation to the

activities and functions of CYSCC:

1. The Nature and Scope of the Delinquency Problem in the Chinatown Community.
2. The Explicit and Implicit Goals of CYSCC.
3. The Viability of the Youth Service Bureau Model for Delinquency Prevention in Chinatown.
4. Relationships Between Various Components of the CYSCC Program and Relationships Between the Program and Outside Agencies.

1. The Nature and Scope of the Delinquency Problem in The Chinatown Community.

When asked about the nature and extent of the Chinatown's delinquency problem, various informants offered different and often conflicting views on the subject. The absence of clearcut empirical data increases the difficulty of providing a simple assessment of the issue. Police officials estimated that an average of 25 to 30 Chinese youth come in contact with the police in a typical month. This estimate is confirmed by the 1971 San Francisco Police Department's statistical summary of juvenile arrests and citations which shows 422 police contacts, involving 343 males and 79 females in that year. Recognizing that police figures do not accurately reflect the extent and quality of the crime problem, we present statistics for juvenile arrests for "major felonies" for the purposes of discussion but caution a limited interpretation of the figures.

TABLE I

1971 Arrests and Citations of Chinese Youth for "Major Felonies"*

Offense	Male	Female	Total
Robbery	23	-	23
Aggravated Assault	19	-	19
Assault-All Other	14	2	16
Burglary	29	-	29
Grand Theft	-	1	1
Auto Theft	29	2	31
Total	114	5	119

*Two other offenses considered major felonies are murder and rape. Chinese youth were not arrested or cited for these offenses in 1971.

We did not attempt to do a case by case follow-up to determine the judicial dispositions of the 119 cases, but based upon statewide averages[2] the following estimates can be offered:

a. About 80% of these cases or 95 would be referred to probation authorities.

b. At this point petitions would be filed on slightly over one-half (50%) of these cases (45), although there would be great variation depending upon the offense.[3]

c. Once a petition is filed, three-fourths of the cases would be placed under local supervision.[4] By this rough estimate we are talking about 35 to 40 youngsters placed on juvenile probation and approximately 5 to 7 Chinese youth sent to the California Youth Authority in a typical year.

In addition to the 119 arrests discussed above, there were 303 Chinese youngsters who came in contact with the police for low-grade felonies, misdemeanors, and "delinquent tendencies."

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2. Bureau of Criminal Statistics, Crime and Delinquency in California, State of California, 1970.

3. Op. cit., p. 164.

4. Op. cit., p. 164.

To provide a comparative sense of the delinquency problem in Chinatown, let us briefly examine the 1971 San Francisco Police Department's statistics by race to compare arrest and citation figures for male juveniles across similar offense categories.

TABLE II

1971 Arrests and Citations of Male Juveniles by Race (in percent)

Offense	White	Negro	Chinese
Robbery	8%	22%	20%
Aggravated Assault	8	10	16
Assault-All Other	14	15	12
Burglary	34	35	26
Grand Theft	6	14	-
Auto Theft	30	3	26
Total	100%	99%*	100%
N	(985)	(1309)	(114)

*Error due to rounding percentage.

Table II reveals that the percentage of Chinese male youths arrested or cited for Robbery is approximately equal to the percentage of Black male juveniles. If we combine the categories of Aggravated Assault and All Other Assaults, the percentage of arrested or cited Chinese juveniles is near equal for all three racial groups. But the proportion of Chinese youngsters who were arrested or cited for burglary and grand theft is considerably lower than the other two groups. The Chinese percentage for Auto Theft more nearly resembles that for whites. We also noted that 15 Chinese youth were arrested for violation of weapon laws. These data remain of limited value except that it appears that weapons and automobiles may have fascination for Chinese youth. More accurate calculations of juvenile crime rates would require detailed information about the exact numbers and age distribution of juveniles in

different racial groups.*

The statistical summary of CYSCC for the first 13 months of operation reports an intake of 320 cases. Table VII of that report breaks down the sources of referrals as follows:

a. 123 or 43% from the Youth Guidance Center.

b. 71 or 25% from community agencies.

c. 37 or 13% as self referrals or by friends.

d. 32 or 11% from the schools.

CYSCC's statistical report shows that almost one-third of its referrals involve cases of shoplifting and truancy.

Data were not available, or, at least, not made available to us, on the number of school interventions, social service cases, police referrals to CYSCC or the number of cases handled by "915A." One interviewee estimated that staff of CYSCC had been involved in 100 interventions at the Youth Guidance Center from October 1971 to the middle of March 1972, with about 40 repeat cases. Another source indicated that six "serious" felony cases were heard in Juvenile Court since the first of this year (1972).

Several of our field interviews produced conflicting impressions about the delinquency problem. Two people with whom we talked believed that one-half of the street youngsters in Chinatown were using drugs but other informants minimized the drug problem. Police data shows that seven male juveniles and one female juvenile were arrested for violation of the drug laws in 1971. Street workers of the CYSCC program assert that the drug problem in Chinatown is mainly "reds" (barbituates) and therefore not likely to lead to arrests.

During the course of our fieldwork we observed that non-CYSCC staff people were most concerned about the gang problems of the community. It was

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*We also cannot conclude how many of the juveniles listed as Chinese actually reside in the Chinatown-North Beach area.

clear that the recent series of shootings and killings were important in terms of many individuals' definitions of Chinatown's "Youth Problem." It is important to note that both project staff and outside observers expressed doubts that doing conventional street work with gangs would be effective in reducing the apparent high level of intergroup violence. Many interviewees theorized that juvenile gangs in Chinatown are manifestations of the complex internal structure of the Chinese community in San Francisco and that these gangs more nearly approximated organized crime rather than delinquency. From what little we understand about the social structure of Chinatown we would tentatively agree with the view expressed by some CYSCC staff that their scarce resources should be directed towards working with the younger siblings of gang members and others to deflect them from becoming gang members. It appears to us that until such time as indigenous leaders decide to control the gang problem and agree to actively work towards that end, the street shootings and killings are likely to continue.

Summary

It is clear that the answers to questions about the nature and scope of delinquency in Chinatown remain difficult to resolve. Official data provides few important clues and a variety of spokesmen offered rather different conclusions. Certainly one could say that the magnitude of the delinquency is less serious compared to some other minority communities in San Francisco but a more detailed analysis would be required to pinpoint the problem and assess its size. A principle of basic program design should be that programmatic efforts be roughly associated with the nature and scope of the perceived needs. Thus, it seems less than ideal to construct prevention

strategies without knowing what or how much needs to be prevented. Comprehensive data on the numbers of Chinese youngsters who are captured by the Criminal Justice System or who experience difficulties with school officials would seem to be vital for purposes of resource allocation and planning. Other information such as census data, health and employment figures would aid the program development and public relations efforts. Collection and analysis of such information should become a regular staff function.

2. The Explicit and Implicit Goals of CYSCC.

The literature on program evaluation suggests that a useful distinction to understand the objectives of a program is the difference between a narrow aim and a broad aim program.[5] Examples of narrow aim programs would be those designed to increase the language facility of a designated group of people, or to increase the number of low cost housing units in a specified neighborhood, or to place youth in jobs. In these programs, the criteria of achievement (or success) are evident in the statement of a program.

A broad aim program may attempt to deal with illicit drug use among youth, or to reduce the poverty level within a given community, or to control juvenile delinquency rates in a city. Broad aim programs are concerned with bringing about "system" or structural changes. What is to change and the methods of bringing about change are stated in a preliminary way without a specified agenda for action. The operational approach is left to project managers and staff who evolve a strategy over time. In this sense, CYSCC is a broad-aim program.

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5. Robert S. Weiss and Martin Rein, "The Evaluation of Broad-Aim Programs" in Carol H. Weiss (ed.) Evaluation of Action Programs, Allyn and Bacon, 1972, pp. 236-49.

Our interviews with people connected with the project revealed that the stated CYSCC objectives were intended to evolve into system changes. Unfortunately, these hoped for changes were interpreted in different ways by different people. To illustrate, a key member of the Board of Managers viewed CYSCC as developing a highly visible demonstration youth program that the Chinese community could identify with and relate to so that existing organizations in the community would recognize its importance and eventually assume financial responsibility for the program. In sharp contrast, another member of the Board of Managers claimed that he neither understood the aims of CYSCC nor was it clear to him what the project staff was attempting to accomplish.

At the administrative level, one member of CYSCC interpreted the aim of the project as developing mini-demonstration programs with each of the participating agencies (schools, YMCA's and probation department). These agencies would initially seek assistance from CYSCC on problems dealing with Chinatown's youth, but in time, the agencies would adopt and expand the programs and eventually assume complete operational responsibility. The timetable for such changes would be about five years and at that time CYSCC could phase out of operation. A somewhat different aim was expressed by another administrative level staff person. The program aim of CYSCC, according to this informant, should be for community people to design, develop and control programs such as Mok Lan. Mok Lan symbolizes a community based program as contrasted to an agency sponsored or connected project. In this view, the chief aim of CYSCC should be to educate increasing numbers of people and to elicit their participation in such efforts as Mok Lan as well as to develop similar community controlled projects.

Members of the CYSCC staff differed widely on their interpretations of program aims. One person, who recently joined the staff, is completely bewildered by the lack of direction and attributes this to the newness of the program. Staff roles would hopefully emerge as program experience dictates, according to this source. Another staff member admitted a sense of frustration stemming from a perceived lack of a "master plan" for various program elements. This person pinpointed the problem to a profound difference in staff orientation, which may be irreconcilable. Thus, staff people apparently differed on ideological grounds with some pushing for an establishment-oriented effort and others trying to develop upon a grass roots movement.

Yet another view is that CYSCC is but a pawn in the hands of -- depending upon who we talked to -- egocentric or politically motivated individuals playing for much higher stakes and some key CYSCC staff owe their loyalties to these individuals rather than to seeing to it that the program becomes a success. We did not interview clients of CYSCC, however some staff suggested that these conflicts are adversely affecting the clients. Recently staff members have held two meetings to reconcile their individual differences.

One method of evaluating a program is in terms of stated objectives. But, the objectives of CYSCC are actually just preliminary aims and we found a great deal of confusion and little agreement among the staff. The many diverse interpretations of program aims are not necessarily contradictory but staff activities are not integrated into some overall plan with program components clearly identified and connections specified between program operations and overall objectives.

Some individuals have suggested that the apparent lack of direction of CYSCC efforts is due to the failure of the Board of Managers. The "failure"

of the Board might be based upon a lack of common understanding among the Board members of the aims of CYSCC. This is partially confirmed as noted above, but we believe that the situation could be remedied through education although the articulation and agreement of the broad aims of the program may require extensive discussion and negotiation. A more serious difficulty might be for various agency representatives on the Board to take on or to commit themselves to a specific CYSCC function because this may be in conflict with his own agency's policies.

Summary

In the absence of a carefully articulated program plan, broad aim efforts produce uncertainty and confusion about program direction. There is ample evidence that persons both within and outside of the CYSCC do not share a unitary idea of the program's goals. Such a condition leads to frustration for staff members and may result in duplication of services. This problem may be exacerbated if there is a relatively high staff turnover. We feel that the development of a plan is a vital task for members of the administrative staff and the Board of Managers of CYSCC. A definitive and clearly articulated plan need not be inflexible but it is a prerequisite for the meaningful assessment of program success.

3. The Viability of the Youth Service Bureau Model.

A careful reading of the original proposal for CYSCC as well as interviews with key persons who helped start the program reveals that the concept of a Youth Service Bureau was central to initial thinking about delinquency prevention in Chinatown. According to some staff there has been a departure

from the model. In this section we will analyze the basic notion of a Youth Service Bureau and reach some tentative conclusions about its applicability for the Chinese community in San Francisco.

The use of terms in the officially stated objective of CYSCC such as "diversion," "prevention of delinquency," "advocacy," and "identification of problems" derives from the assumption that there are both formal and informal discriminatory attitudes and practices among the agencies dealing with Chinatown's youth. Although the method of modifying these discriminatory attitudes and practices may vary from program to program, the principles for dealing with these problems are set forth in various official publications. For example Sherwood Norman[6] of the National Council on Crime and Delinquency states:

> The Youth Service Bureau should identify and document with facts those attitudes and practices in public agencies that contribute to reactive behavior in youth.

We learned during our fieldwork about the discriminatory practices of a school principal. The racism of this school principal is apparently well known to the Chinatown community but the people we talked to were unable to come up with specific facts. We also learned that proportionately there are more Chinese youngsters being sent to Log Cabin and Hidden Valley. These charges should be investigated by staff of CYSCC and the discriminatory attitudes and practices in other agencies both private and public should be similarly explored.

Another principle suggested for Youth Service Bureau is:

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6. Sherwood Norman, The Youth Service Bureau: A Key to Delinquency Prevention, NCCD, 1972, p. 107.

> The Youth Service Bureau should engage in a continuing process of education and intercommunication with those directly responsible for existing systems in order to analyze problems affecting youth adversely and help bring about change so that those systems will become more sensitive and responsive to the needs of disadvantaged youth.[7]

The above implies that it is the responsibility of the staff to communicate their findings to the Board of Managers, who represent or have access to, the power structure of the community at large. Board members who represent a variety of youth-related agencies are provided with information that may be used to bring about change in agency operations. A corollary to the second principle is the responsibility of a Youth Service Bureau to establish alternative programs within the community. The Mok Lan project might be an example of a community-based alternative. The idea of diversion is that a youngster requiring residential treatment may be sent to Mok Lan rather than to the juvenile hall or the California Youth Authority. Publications by the federal government which summarize the variety of alternative programs established in the United States and Great Britain should be required reading for members of the Board of Managers and the CYSCC staff.[8]

Programs described in these pamphlets offer different sets of assumptions about the problem of delinquency and different interpretations of staff functions consistent with the assumptions.

A third organizing principle for a Youth Service Bureau is as follows:

> The Youth Service Bureau should regard each agency and its staff as potential allies and enlist the understanding and support of the very system it seeks to change.[9]

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7. Ibid.

8. LaMar T. Empey, "Alternatives to Incarceration," U.S. Dept. of Health, Education and Welfare, Office of Juvenile Delinquency and Youth Development, Pub. #9001. U.S. Government Printing Office, 1967. And "Community Based Programs," NIMH, Public Health Service Publication #2130, U.S. Government Printing Office, 1971.

9. Norman, op. cit.

This principle suggests that a Youth Service Bureau is essentially a program intended to work within and change that system. It is assumed that to be successful, change in the system must be accepted not only by those within the system but also by the political and economic power structure. This is particularly true when change involves additional funds, personnel or major governmental support. Experts in the delinquency field believe that once a change is initiated and is supported by documented facts and backed by influential citizens and professionals, public acceptance is virtually assured.

A variety of methods are employed to accomplish the three major objectives of a Youth Service Bureau. Norman[10] suggests seven concrete approaches including:

1 - An Inventory of Resources, in which each agency is helped to examine its aims and purposes and its methods from reaching children and youth most in need of assistance.

2 - Seminars in which professional and private citizens in the community are invited to examine pertinent youth problems under the direction of outstanding leaders within and outside the community who are familiar with successful solutions of similar problems.

3 - Interagency Workshops on alternative methods of intervention to arrive at the solution of specific problems. These solutions are then analyzed to determine which are more responsive to the real needs of youth through existing agency practices.

4 - Technical Assistance to agencies working with resistive youth emphasizing

10. Norman, 1972, p.108.

the need for appreciation of personal worth and positive achievement rather than methods of negative motivation.

5 - Short-term Demonstration Projects in collaboration with the administrators of the system agency; i.e. the agency representing the system in question (such as a public school, which represents the educational system).

6 - Progress Evaluation, which should be a continuous part of systems modification. The process must be looked at critically every step of the way.

7 - Publicity, which is especially important since system change is, first, an educational process and, second, a political one. Once the appropriate means to a desired end is found, enough public support has to be mustered so that the power structure will act. This is why project evaluation, news media and other publicity, and citizen action are vital.

Summary

Our brief review of the concept of a Youth Service Bureau suggests that such an entity is primarily charged with identifying and solving major problems which concern the youth of a specific area. The model implies more than simply diversion or service brokerage. Equal consideration should be given to the more subjective and longer range goals of resource development including the development of alternative programs, systems modification, and the involvement of citizens and youth. The larger view is the primary responsibility of the Youth Service Bureau because, in theory, it speaks for the youth and the community and potentially it need not get bogged down in the day-to-day administration of client services.

Our limited experience with CYSCC suggests that, for whatever reasons, the focus of action has been upon client-oriented staff services rather than a concern for long-range advocacy of meaningful change. Individual staff members have become swamped with the problems of servicing their caseloads and have little time to perform more basic educational and change-oriented functions. In one sense, they are doing other people's work without compensation or in-kind repayment of resources for their labors.

A related problem with a primary focus upon "crisis intervention" is that the effectiveness of such an effort can only be ascertained through an elaborate experimental design. The results of such a study would show that any given staff can perform well with a relatively small caseload. Thus, the total impact of such an effort is directly related to the number of skilled workers available. In the absence of miracles the net impact may be expected to be small whereas the kinds of activities implied by the Youth Service Bureau Model possess a greater probability of resulting in changes which affect large number of youth. Moreover, a "caseload"-approach will necessarily appear to observers as limited, expensive and non-directed. This suggests that work with individuals is of relatively low visibility and does not represent a program function that large numbers of community people can relate to or feel positive about its impact.

We are not suggesting that CYSCC get out of the direct service business but rather that this program goal not dominate all others. The staff of CYSCC needs to rethink the model of a Youth Service Bureau and decide how they might work towards some of the broader implications of a change-directed model of action.

4. Relationships Between Various Components of the CYSCC Program and Relationship Between The Program and Outside Agencies.

Almost every person we interviewed spoke about problems which existed between various components of CYSCC and problems of coordination of CYSCC with outside agencies. Various spokesmen located the troubles of the project in terms of poor relations between members of the Board of Managers, between the director and the staff, among the staff, and between CYSCC personnel and other agencies. One soon wondered whether the Coordinating Center was accomplishing much coordination.

One area where this alleged widespread dissension has been most detrimental has been in the apparent failure of CYSCC to develop expertise among a relatively youthful staff which at this stage has great potential. But this criticism of CYSCC is a complicated issue. It should be noted that on-the-job training is taking place in group counseling, guided-group interaction techniques and information is being given about social service delivery systems. Regular Wednesday afternoon staff meetings include emphasis upon case discussion and review. The bulk of the training is based upon traditional social service methods and this stems largely from the fact that CYSCC is crisis oriented and virtually no work on prevention or system changes is being conducted.

The personnel at CYSCC represent a young staff, and in a community where age is venerated, the criticism might be explained by the youthfulness of the staff rather than the lack of expertise. Staff members are not being exposed to ideas designed to promote real prevention but are learning fairly

conventional casework methods.[11]

If a greater degree of intra-organization coordination existed the staff might benefit from the knowledge and experience of a variety of persons connected with the project or from the Chinatown community.

A second area of program operations which is influenced by the apparent lack of coordination concerns delivery of services. Even a cursory look at CYSCC reveals substantial duplication of services. Persons working out of 915A, Mok Lan, and 250 Columbus must be overlapping in services to some clients. Such duplication of services is serious given the limited resources available for delinquency prevention. Key staff persons must work to resolve their differences, or if unresolvable, they should explore ways in which cooperation is possible. Personal differences should be de-emphasized if Chinese youngsters suffer as a result of failures to work together.

Obtaining continued funding is another area in which improved relations are required. This year's experience with the application for refunding should demonstrate that staff members and Board members need to work more closely in the future. Moreover, the CYSCC needs to insure better communication and relations with those persons and agencies which help or hinder efforts to obtain expanded or continued funding.

Finally, let us suggest that such coordination problems as have been noted are not explainable in terms of personality conflicts or lack of expertise by the CYSCC staff. To fix blame upon specific individuals is to continue the

11. Helen Witmer and Edith Tufts make a distinction between "programs for improving the environment" versus "educational and therapeutic programs" in delinquency prevention efforts. The two approaches make fundamentally different assumptions on the nature of delinquency and the programs differed accordingly. "Delinquency Prevention Programs," U.S. Department of Health, Education and Welfare, Children's Bureau, U.S. Printing Office, 1954. In the former model, the best known is Clifford Shaw and Henry MacKay's Chicago Area Project. A variation of the Chicago Area Project with a community control component is the experiences of the New York Mobilization for Youth. The least known, but perhaps the most successful, is the Cincinnati Social Unit Experiment. A. Shaffer, "The Cincinnati Social Unit Experiment: 1917-19," The Social Service Review, 45, June 1971, 159-71.

destructive cycle of complaints, accusations and counter charges. More realistically the lack of a concrete direction of CYSCC efforts and the apparent power vacuum in the organization produces conflicts, lack of communication and unhappiness. The answer lies, we believe, in greater administrative rationality and more articulated planning. It is an open secret that several key members of the staff are planning to leave the organization. We feel it is the responsibility of the director and the Board of Managers to explore this situation and make appropriate plans so the CYSCC does not experience a serious hiatus in operations and functioning.

Recommendations

It needs to be understood that there are many positive things about the CYSCC. One cannot help but be impressed with the energy, commitment and humanity of the staff of CYSCC. The project is and can be a crucial step towards a community controlled approach to delinquency prevention. The project has a significant number of supporters who have worked hard to keep the program in operation. Their frustration seems to be that a good idea is not achieving its full impact. Most of the persons who we interviewed expressed a sincere interest in CYSCC and a hope that it could begin to achieve important things for the Chinese community of San Francisco.

Our recommendations are presented as potentially constructive steps towards actualizing some of the laudible objectives outlined in the plan for the CYSCC. Our criticisms are meant to offer areas for future discussion and action by the people of Chinatown. The authors of this report have separately participated in attending to the birth pains of other community-based prevention efforts. Our primary bias is that only community controlled efforts can effect a meaningful change in delinquency rates. This conclusion is the result of extensive knowledge about the failures of more conventional

institutional approaches to delinquency. The thrust of our criminological research suggests that, more than any other variables, poverty, racism and the benign neglect by those in power contributes to the victimization we label delinquency. The implication which we would like to draw is that the true "victims" should have the right to define the ways in which delinquency and other problems of youth must be resolved.

Recommendation 1: The Establishment of an Executive Committee of CYSCC.

The director of CYSCC cannot alone make decisions that affect the staff, the clients, and ultimately relations within and outside of Chinatown. This is too much to ask of a director as the responsibility, and more importantly, the consequences can be enormous. We believe that the director of CYSCC by virtue of his position is not only a professional but a political decision-maker as well. In view of this, we recommend the establishment of an executive decision-making committee consisting of a person like Mr. George Woo, who is cognizant of the political and social currents in Chinatown; the appointment of a person like Dr. Rolland Low, who represents the newly emerging class of successful professionals in the Chinese community and who can function persuasively within the power structure of the community at large; Mr. Warren Mar, who is familiar with the needs of youth and is an able advocate. An outside expert who is familiar with delinquency research and evaluation; and Mr. Barry Fong-Torres, the director of CYSCC.

The functions of an executive decision-making committee are self evident. It has control over allocation of funding, programming, staffing and the delegation of rights and privileges across staff positions. The Executive Committee operates, in effect, as an ongoing evaluation, and brings to the

decision-making process important components that bear upon the success of the program. The committee should meet weekly or biweekly and its participants should receive limited compensation for their services. The Executive Committee would serve as the key linkage between the Board of Managers and the staff of CYSCC.

Recommendation 2: A Reorganization of the Staff Activities of CYSCC.

To provide for better coordination of program components, to avoid duplication of services, and to facilitate planning the following reorganization of staff activities is proposed and illustrated in Chart 1.

Chart 1

Proposed Reorganization of CYSCC Activities

We have conceptualized the current activities and potential function of CYSCC into three broad categories. We recommend that there be three committees of CYSCC composed of staff, Board members, youth and interested community people which correspond to these three categories or program components.

Under the heading of Direct Services we would include intervention at the Youth Guidance Center, work at the schools, and follow-up services such as counseling, group work and referrals. The Direct Services Unit would be a

consolidation of the activities of 915A and the other service functions now operating out of 250 Columbus Avenue. Mr. Tom Kim, who serves as the Court Liaison person of CYSCC, would be the natural head of the Direct Services Component. He should supervise the referral process and organize the variety of follow-up services in a coherent and effective manner.

The Project Control and Evaluation Unit should consist of all those projects which are developed by the CYSCC staff. Once projects are in operation the Control and Evaluation Unit would oversee and insure effective operation. Mr. Truman Wong, who directs the Mok Lan Home, might have primary responsibility for the component. At the moment Mok Lan would be the only project within this unit but as others emerged such as the Coffee House-Drop-in Center or some others, these projects would fall under the jurisdiction of the Control and Evaluation Unit.

Finally the Planning and Development Component should be engaged in the variety of activities which we outlined in the section on the Youth Service Bureau Model. This unit should conduct investigations, plan seminars, publicize CYSCC activities and attempt to obtain additional resources for delinquency prevention. The most critical task of the Planning and Development Unit would be to research, plan and execute new projects which would be community-based and which would make visible and positive contribution to the youth of Chinatown.

We strongly urge that this component consider the development of a project which commands substantial support from diverse segments of the Chinese community. One such project would be a community-controlled private school designed for dropouts and Chinese youngsters currently attending Samuel Gompers Continuation School.

A community school could hire an educator sensitive to the unique problems of Chinese youngsters. Community people would help hire the instructional staff and provide direction to the curriculum to make it relevant to the needs of the Chinese community. The educational program would be innovative and experimental. Careful evaluation could lead to a series of innovations which can then be "marketed" to the school district. Besides offering an opportunity to test fresh approaches in education, the community school would represent a significant community controlled effort to solve its own youth problems. Symbolizing community strength and sensitivity, the school would offer a tangible example of a potentially successful collaboration within the Chinatown community. Success here might lead to other concerted efforts in the areas of health, recreation and housing. The Planning and Development Unit would contact the relevant individuals, assemble the facts, research successful models in other communities and facilitate the realization of such projects. In the logic of our recommendations once a project was sufficiently underway, its chief staff person would participate in the Project Control and Evaluation Unit. The natural head of the Development and Planning Unit would be the director of CYSCC.

The Model we propose suggests a clearer articulation of staff activities and responsibilities as well as the beginning of a meaningful process which might guide the CYSCC. Obviously our recommendation is tentative and needs further elaboration but we hope it provides an organizing point of departure.

We need to add a word about funding. Meaningful delinquency prevention requires continuous funding. The youth of Chinatown can ill-afford the luxury of an annual "funding crisis." Steps should be taken to guarantee

continuous funding for various phases of CYSCC activity. Our model of reorganization might be used to plan for efforts to obtain more solid financial support. We would recommend that the first priority for continuous funding should be the Direct Services Unit. The activities contained within this component are both vital and expensive. Attempts might be made to fund the Direct Services through support from the United Bay Area Crusade.

The Project Control and Evaluation Unit could obtain its support from those agencies such as the Salvation Army, the YMCA and the School Board which would be directly involved in specific projects. The Program Development and Planning Unit requires less resources than the other two components. Funds could be made available through small grants and from contributions from persons within the Chinese community.

As indicated above the proposed Executive Committee would be responsible for monitoring all three components. In addition we feel that the Executive Committee should pay special attention to the staff training efforts developed within each component. Moreover, the Executive Committee might have its own training function aimed to developing youthful indigenous leaders for the Chinatown community.